



United Nations

Report of the Joint Inspection Unit for 2005 and programme of work for 2006

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Note

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Mission statement

As the only independent external oversight body of the United Nations system mandated to conduct evaluations, inspections and investigations system-wide, the Joint Inspection Unit aims:

(a) To assist the legislative organs of the participating organizations in meeting their governance responsibilities in respect of their oversight function concerning management by the secretariats of human, financial and other resources;

(b) To help improve the efficiency and effectiveness of the respective secretariats in achieving the legislative mandates and the mission objectives established for the organizations;

(c) To promote greater coordination between the organizations of the United Nations system;

(d) To identify best practices, propose benchmarks and facilitate information-sharing throughout the system.

Preface by the Chairperson

In accordance with article 10, paragraph 1, of the statute of the Joint Inspection Unit, I am pleased to submit this annual report which presents an account of the activities of the Unit for the period from 1 January to 31 December 2005, as well as a description of its programme of work for the current year.

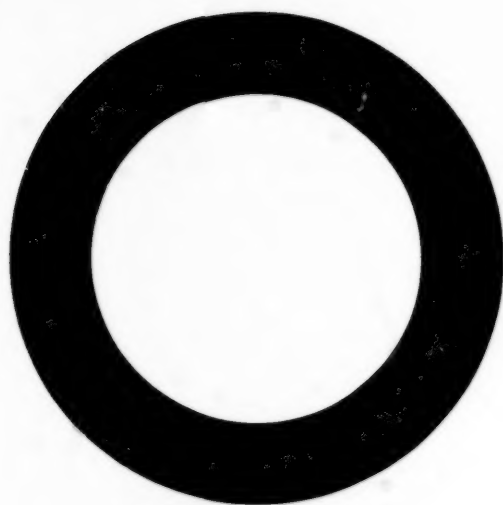
The selection and content of our reports were the product of intensive processes of collective wisdom. Our programme of work in 2005 was more system-wide in nature, more relevant to the work and functioning of the organizations and reflected better the priority interests of Member States. The Unit is pleased and encouraged by the positive and constructive comments received on its various reports, and by the views expressed in the debates of legislative bodies of the participating organizations in 2005. It is essential to recognize that reform is an ongoing process and, for the Unit, one of continuous and ongoing reflection as to how best we can assist and serve Member States in exercising their own oversight responsibilities. The support and guidance of Member States, particularly as reflected in General Assembly resolution 59/267 of 23 December 2004, provided a major step forward in the reform of the Unit.

Interaction with Member States and various secretariats continued and intensified in 2005. With the meeting agendas of the intergovernmental bodies according too little time to oversight issues owing to the press of other business, the Unit reached out to provide briefings, in advance, to Member States on specific reports that would be taken up in legislative bodies. Reactions have been positive, with some Member States reporting that they have been able to take better and more informed decisions as a result. In addition, our interaction with Member States has proven invaluable to the Unit as we listen to their concerns and ideas on a wide range of issues and incorporate them into our future work.

In 2006, our programme of work continues to maintain the balance of system-wide, single and multi-agency reports, with 6 of the 11 new projects being system-wide or multi-agency in nature. Emphasis has been placed on management and on accountability and efficiency issues, reflecting the priorities of Member States. The Unit is moving from monitoring action taken by the legislative bodies, to monitoring the state of implementation of recommendations, to monitoring the potential impact of those recommendations, tracking them through time to report on the actual impact. This system is still being perfected and we expect to report significant progress in our next annual report.

(Signed) M. Deborah Wynes
Chairperson

Geneva, 9 June 2006



Chapter I

Annual report for 2005

A. Reform of the Joint Inspection Unit

1. The activity of the Joint Inspection Unit (JIU) in 2005 was marked by ongoing efforts designed to improve its methods of work and the quality and relevance of its reports. In accordance with the strategic framework adopted in 2003 and in line with the various resolutions guiding its work, the Unit continued to enhance its procedures for the selection of topics for the annual programme of work so as to ensure the relevance, timeliness, quality, cost-effectiveness and impact of its activities. Management assessments of participating organizations have become an important planning tool in this process and have been the source for several of the topics included in the programme of work for 2006. During 2005, the Unit fine-tuned the methodology and completed an additional 7 assessments. To date, 14 have been finalized, with 9 planned for completion in 2006. In the future, the focus will be on maintaining and continuously updating the assessments completed.

2. In order to better determine and report on the impact of its recommendations, the Unit has adopted a system which defines different categories of impact. These qualitative and quantitative criteria will allow for the systematic analysis of the impact of the Unit's recommendations on participating organizations. In the 11 reports and notes issued in 2005, the majority of recommendations (63.3 per cent) were aimed at management improvement through enhanced efficiency, enhanced effectiveness or enhanced controls and compliance, while another 30 per cent were aimed at enhancing coordination and cooperation, including through the dissemination of best practices.

3. In this context, it is worth mentioning that the report of the Unit entitled "A common payroll for United Nations system organizations" (JIU/REP/2005/5; see also A/60/582) identified potential savings of some US\$ 100 million over a 10-year period. In its review of management and administration at the World Intellectual Property Organization (WIPO), the Unit recommended not increasing the budget and not increasing the application fees under the Patent Cooperation Treaty, although such increases had been requested by the WIPO Secretariat. That recommendation resulted in total application fees in 2005 being some US\$ 17 million lower than they would have been had the WIPO Secretariat proposal for a fee increase been followed; a similar amount is expected in 2006. Savings will also occur in 2007-2008, the extent of which can only be estimated once the recommended desk-to-desk review has been completed.

4. The benchmarking framework for the implementation of results-based management, developed by the Unit in its 2004 series of reports on results-based management in the United Nations system, was endorsed by the General Assembly in resolution 60/257 of 8 May 2006, on the recommendation of the Committee for Programme and Coordination. The framework can now serve as a tool for the Secretary-General and the oversight bodies to measure the progress made towards effective implementation of results-based management in the United Nations.

5. In 2005, the Unit adopted revised internal working procedures. The procedures are aimed at, inter alia, strengthening the application of the collective wisdom principle (art. 11, para. 2, of the JIU statute) through peer review processes at

various stages of each project. The Unit will make further efforts to make the peer review process and other quality assurance steps more effective, aiming at reports which are relevant and concise.

6. By resolution 59/267 of 23 December 2004, the General Assembly decided to consider at its sixty-first session the implementation of the provisions of the resolution that were aimed at increasing the effectiveness of the Unit. To facilitate this discussion, detailed information on the status of implementation of those provisions is contained in annex III to the present report.

B. Reports issued in 2005

7. In 2005, the Unit issued nine reports and two notes, described below.

8. *JIU/REP/2005/1, Review of management and administration in the World Intellectual Property Organization (WIPO): budget, oversight and related issues*. This report is the eighth in the series of comprehensive reviews of administration and management of United Nations agencies, funds and programmes. In its review, the Unit focused on budgetary and financial issues, personnel practices and oversight activities. The Unit recommended, inter alia, an external desk-to-desk review at WIPO and freezing of its budget until the completion of the review, as well as measures to rationalize personnel practices and strengthen the effectiveness and independence of the oversight function.

9. In October 2005, the assemblies of member States of WIPO requested the Director-General and the relevant bodies of WIPO to consider appropriate action that could be taken on the recommendations of JIU and to report back in 2006. The Patent Cooperation Treaty Assembly agreed that the International Bureau of WIPO should study the issues raised by JIU in regard to the payment of Treaty fees, and the Coordination Committee decided to amend staff regulation 4.8 (a), regarding appointments to the higher category. Following the Unit's recommendations to strengthen oversight functions at WIPO, the Program and Budget Committee proposed the establishment of an audit committee to, inter alia, promote internal control and monitor audit performance.

10. *JIU/REP/2005/2 (Parts I and II), Some measures to improve overall performance of the United Nations system at the country level*. Part I of this report provides a short history of reform of the United Nations organizations, with special emphasis on operational activities. It recommends the development of an inventory of past reform proposals in the context of the United Nations Intellectual History Project in order to safeguard the institutional memory of the Organization related to reform and to facilitate access to it in the future. Recognizing emerging trends in development, part II of the report addressed such issues as the fostering of a culture of partnership for improved analysis, planning, programme implementation and results; simplification and harmonization of procedures; rationalization of field presence, monitoring of the progress made in regard to operational activities for development, and enhancement of transparency. The report was considered by the Second Committee at the sixtieth session of the General Assembly in the context of its discussion of operational activities for development in the United Nations system.

11. *JIU/REP/2005/3, Policies of United Nations system organizations towards the use of open source software in the secretariats.* The report aims to raise awareness of the increasing use of open source software by public administrations throughout the world and to highlight some of the requirements that the organizations of the United Nations system would need to put in place to make more use of such software, as indicated in the system-wide United Nations information and communication technology strategy.

12. Recommendations were made, inter alia, to: guarantee universal access to information and to foster knowledge-sharing; establish a system-wide United Nations interoperability framework, allowing for integration and sharing of data; and create and make accessible a repository of mature open source software solutions developed by the organizations of the system. The report stresses the need for the United Nations system-wide information and communication technology strategy, once endorsed by the General Assembly, to be submitted to the governing bodies of the organizations of the system for consideration of the implications of aligning individual and system-wide information and communication technology strategies. The report is expected to be considered by the Fifth Committee at the second part of the resumed sixtieth session of the General Assembly.

13. *JIU/REP/2005/4, A common payroll for United Nations system organizations.* The investments made by United Nations organizations in management information systems has exceeded US\$ 1 billion over the past 10 years. The adoption of a different, common approach to coordinating investment efforts in a system-wide manner could generate considerable savings and additional benefits. The report is a concept paper, examining the payroll service delivery in various organizations and providing recommendations for the future direction and improvement of payroll systems and processes. The analysis and recommendations are intended to provide a starting point for a future, cost-effective solution to coordinated payroll delivery across organizations of the United Nations system. The report is expected to be considered by the Fifth Committee at the second part of the resumed sixtieth session of the General Assembly.

14. *JIU/REP/2005/5, Review of the management, administration and activities of the Secretariat of the United Nations Convention to Combat Desertification.* At the request of the Parties to the United Nations Convention to Combat Desertification, the Unit undertook a comprehensive review of the activities of the Secretariat of the Convention. In preparing the report, the Unit applied the benchmarking framework that it had developed in its 2004 series of reports for results-based management in organizations of the United Nations system.

15. The report examines policy and governance issues, functions, activities and performance of the Secretariat, funding modalities, financial and budgetary issues, human resources management, information and communication technologies, the institutional link with the United Nations, common administrative services, and coordination and cooperation between the Secretariat and the secretariats of other relevant international bodies and conventions. A detailed comparison was made of the secretariats of the three Rio Conventions in terms of mandate, access to resources and staffing.

16. At its seventh session, the Conference of the Parties to the United Nations Convention to Combat Desertification noted that the report presented the Parties and stakeholders with a unique opportunity to provide strategic guidance and direction

in order to foster the full and effective implementation of the Convention (decision 3/COP.7). The Conference decided to establish an ad hoc intergovernmental intersessional working group to review the JIU report in full and, building on the results of that review and other input, to develop a draft 10-year strategic plan and framework. The working group will report to the Conference of the Parties at its eighth session, to be held in 2007. In its resolution 60/201 of 22 December 2005, the General Assembly stressed the importance of the implementation of all decisions of the Conference of the Parties, in particular the decisions taken at its seventh session on, inter alia, the follow-up to the report of the Joint Inspection Unit.

17. *JIU/REP/2005/6, External review of the implementation of strategic budgeting within a results-based management framework in the International Labour Organization (ILO).* At the request of ILO, the Unit evaluated the implementation of strategic budgeting at the organization. The report contains the Unit's findings and recommendations in this regard. The Governing Body of ILO discussed the report in November 2005, considering the Unit's recommendations to be valuable as a guide to the steps to be taken in the implementation of results-based management at ILO.

18. *JIU/REP/2005/7 and Corr.1, Policies of United Nations system organizations towards the use of open source software for development.* In the context of using information and communication technology for development, the report focuses on the potential role of open source software in achieving the specific objectives set in the Millennium Development Goals and the Plan of Action adopted by the World Summit on the Information Society.

19. The report recommends, inter alia, that emphasis be placed on the role of information and communication technology in achieving the Goals, taking into account the potential of open source software; providing full support to member States in developing open source software initiatives to achieve the Goals; fostering of digital inclusion through, among others, open source software-based solutions; giving better exposure to United Nations open source software initiatives oriented towards achieving the Goals; calling upon the donor community to provide adequate funding for open source software-based poverty reduction projects; and supporting multi-stakeholder partnerships involving the various players. The report is expected to be considered by the Second Committee at the sixty-first session of the General Assembly and by the Economic and Social Council at its substantive session in June 2006.

20. *JIU/REP/2005/8, Further measures to strengthen United Nations system support to the New Partnership for Africa's Development (NEPAD).* The objective of this report was to identify the factors that inhibit the effective regional collaboration of United Nations agencies in Africa, in particular through the regional consultative meetings convened by the Economic Commission for Africa, and to propose specific measures to improve coordination and collaboration in support of NEPAD. The report is expected to be considered by the Committee for Programme and Coordination at its forty-sixth session and by the General Assembly at its sixty-first session.

21. *JIU/REP/2005/9, Common Services in Vienna: Buildings Management Services.* The management of the buildings complex known as the Vienna International Centre was a central part of a JIU report issued in 2002 on common and joint services of the organizations of the United Nations system located at Vienna (JIU/REP/2002/12). At the request of the International Atomic Energy

Agency (IAEA), the Unit subsequently undertook a more detailed review of the Buildings Management Services.

22. The report examines the current allocation of common services, the oversight role of member States, transparency and accountability, monitoring and decision-making, the role of external audit, and possibilities for outsourcing. The IAEA Secretariat considered the report useful, particularly with regard to a possible revision of the 1977 memorandum of understanding on common services, as well as efforts to improve accountability in respect of buildings management.

23. *JIU/NOTE/2005/1, Review of the implementation of results-based management in the Pan American Health Organization (PAHO)*. This JIU review was requested by PAHO management in the context of its ongoing reform process. The note is aimed at helping PAHO move towards implementing results-based management through a more far-reaching and interrelated strategic approach. Such an approach would integrate the existing elements of results-based management into a comprehensive strategy encompassing (a) the planning, programming, budgeting, monitoring and evaluation processes; (b) the system of delegation of authority and accountability; and (c) staff performance management and contracts. The management of PAHO welcomed the note and has put in place a plan of action to implement the recommendations of the Unit.

24. *JIU/NOTE/2005/2, Review of the management of the United Nations laissez-passer*. In 2003, the United Nations Office of Internal Oversight Services undertook audits of the management and control of the United Nations laissez-passer. Given the many concerns raised by the audits, and the request by the General Assembly in its resolution 59/270 of 23 December 2004 that the Secretary-General ensure the development of appropriate Organization-wide rules, policies and procedures for managing laissez-passer, the Unit undertook a system-wide review of the management of the document. The review focused on the use and management of laissez-passer by the United Nations and the specialized agencies and IAEA, and was aimed at ensuring effective and consistent policies, procedures and practices regarding their issuance, use, safekeeping, renewal and retrieval.

25. The note stressed the need for a centralized procedure for the issuance of laissez-passer, including the establishment of a centralized database of accurate updated information, so as to enhance the management, control and monitoring of all such documents. The Department of Safety and Security of the United Nations Secretariat has been assigned the task of preparing an action plan which will address the concerns raised.

C. Follow-up to recommendations

26. Over the past few years, and as reported in previous annual reports, the Unit has enhanced the system for following up its recommendations. Member States have expressed on several occasions their support for and interest in these efforts and, in resolution 59/267, the General Assembly stressed that the Unit should include in its annual reports information on implementation and results achieved by organizations in their follow-up to JIU recommendations, as endorsed by their legislative bodies, and the arrangements put in place by participating organizations for reporting thereon.

27. In 2005, the Unit requested its participating organizations to provide updated information on the approval and acceptance of JIU recommendations in reports issued during the period 2002-2004. An analysis of available data shows that, for reports and notes of concern addressed to only one organization (i.e., single-agency reports), the rate of acceptance by the end of 2005¹ reached 90 per cent, which can be considered a very satisfactory level. For reports and notes of concern addressed to more than one organization (i.e., system-wide reports, or multi-agency reports), it is not possible, at the present stage, to determine the exact level of acceptance, given the number of actors and parameters involved, the time required until the legislative organs of all concerned organizations have considered the reports and the difficulties in obtaining complete and reliable data.

28. The Unit is currently revising its follow-up system in order to gather information not only on the acceptance of recommendations, but also on the status of their implementation and the impact achieved. These efforts will include a refined methodology to determine the acceptance and implementation levels of system-wide reports.

29. As an important step to better determine and report on both the intended and actual impact of its recommendations, the Unit has adopted eight categories of impact, as follows:

- (a) Management improvement through enhanced effectiveness;
- (b) Management improvement through enhanced efficiency;
- (c) Significant, one-time or recurrent, financial savings;
- (d) Management improvement through enhanced controls and compliance;
- (e) Management improvement through the dissemination of best practices;
- (f) Enhanced coordination and cooperation among participating organizations;
- (g) Enhanced accountability;
- (h) Other.

30. These qualitative and quantitative criteria will allow the systematic analysis of the impact of the Unit's recommendations on participating organizations. For the 120 recommendations contained in the 11 reports and notes issued in 2005, the intended impact is as follows:

¹ Does not include the United Nations Industrial Development Organization which reported in a different format.

<i>Impact categories</i>	<i>Number of recommendations</i>	<i>Percentage</i>
Enhanced effectiveness	19	15.8
Enhanced efficiency	39	32.5
Financial savings	1	0.8
Enhanced controls and compliance	18	15.0
Dissemination of best practices	18	15.0
Enhanced coordination and cooperation	18	15.0
Enhanced accountability	2	1.7
Other	5	4.2
Total	120	100.0

31. As can be seen, the highest categories of intended impact are management improvement through enhanced efficiency (32.5 per cent) and through enhanced effectiveness (15.8 per cent), as required by article 5 of the JIU statute and reiterated in successive General Assembly resolutions on the Unit.

32. The actual impact will be determined once sufficient data on the implementation of recommendations made have been received from participating organizations. However, as indicated in section B above, the reviews of management and administration at WIPO and of results-based management have already produced important, measurable impacts.

33. It should also be recalled that, in paragraph 27 of its resolution 59/267, the General Assembly reaffirmed its request to the executive heads of the participating organizations that had not yet done so to take the steps necessary to facilitate the consideration of and action on the system of follow-up to the reports of the Unit, and invited the legislative organs concerned to consider the system and take action in that regard. The Unit has continued its dialogue with participating organizations that have yet to adopt fully the follow-up system (e.g., IAEA, the International Telecommunication Union and the World Tourism Organization) and will explore with them particular reporting modalities.

D. Relationship with other oversight bodies

34. As in previous years, a tripartite meeting was held with the Board of Auditors and the Office of Internal Oversight Services of the United Nations. The meeting was hosted by the Board of Auditors and held via videoconference on 13 December 2005. The parties discussed oversight in the area of information technology, including the possibility of the various oversight bodies pursuing a common strategy as regards information technology. The parties also discussed lessons learned from the Independent Inquiry Committee into the United Nations Oil-for-Food Programme, for example, the need for earlier and greater coordination among United Nations agencies and their external and internal oversight bodies in connection with future large-scale multi-agency programmes.

35. The Unit continued to seek synergies with the work of the Office of Internal Oversight Services, as illustrated by the review of the management of the United

Nations laissez-passer (JIU/NOTE/2005/1), which built on a related audit by the Office and expanded its scope to the entire United Nations system. Similarly, building on the recent thematic evaluation conducted by the Office of knowledge management networks in the United Nations Secretariat (E/AC.51/2006/2), the Unit will conduct a review of knowledge management networks, focusing on the specialized agencies.

36. In general, dialogue between internal and external oversight bodies at the United Nations has become a continuous process. Contacts are made on a regular basis with other oversight bodies, whether in connection with the preparation of specific reports or with general efforts to define common areas of interest and identify possible duplication or overlap. There is a growing awareness that, while their mandates and functions are clearly distinct and complementary, these bodies share the common objective of ensuring the most effective and efficient use of resources of the Organization and that, together, they should seek ways to contribute to achieving it. The Unit is also promoting this type of dialogue with oversight bodies at other organizations of the United Nations system.

E. Secretariat

37. The overall composition of the secretariat of the Joint Inspection Unit remains unchanged. During the reporting period, the secretariat had 19 posts: one D-2 (Executive Secretary), two P-5 (senior research officers), three P-4 (research officers), three P-3 (research officers) and 10 General Service staff, none of which are assigned to provide direct support to inspectors. Six research assistants are assigned to specific projects, while the other four General Service staff provide administrative, information technology, document management and other support to the Unit.

38. The total final allotment for JIU for the biennium ended 31 December 2005 was US\$ 10,395,700, of which US\$ 9,657,700 (92.9 per cent) was for staff costs, US\$ 434,400 (4.2 per cent) for travel costs and US\$ 303,600 (2.9 per cent) for other, non-staff, costs.

39. The very limited research capacity of the Unit remains a matter of concern. This was pointed out by the Unit in its preliminary review of its statute and working methods (see A/58/343). The current ratio of inspectors to research officers (11 inspectors, supported by only 8 research officers) constrains the Unit's output and affects the timely and effective completion of projects. The Unit is therefore exploring ways to enhance the ratio of professional research staff to inspectors, including through the conversion of General Service posts to Professional posts, and will put forward a concrete proposal in its budget submission for the biennium 2008-2009.

40. The Unit is in the process of filling one P-3 post by recruiting an investigation and inspection officer. This is envisaged as a first step in creating an in-house investigative capacity, which would enable the Unit to conduct investigations, as mandated by the statute (art. 5, para. 1), as and when the need arises.

41. The quality of the support that the Unit receives from its secretariat is a factor in the value, relevance and timeliness of the Unit's output. As in any organization, training and learning are essential to maintaining and improving the competencies

of the Unit. In 2005, the Unit organized a one-week workshop for both the inspectors and members of the secretariat on the impact of evaluation, with the aim of improving the methodology for developing recommendations and measuring their impact. Staff members of the Unit attended various substantive skill and other training events with a view to further developing their expertise. A training coordinator has been designated to assist the Executive Secretary in identifying training needs and training opportunities. A training plan for the JIU secretariat has been prepared, as recommended by the Board of Auditors. In 2005, US\$ 22,900 was spent to upgrade the Unit's substantive and technical skills.

42. During the reporting period, the JIU conference room was equipped with videoconferencing facilities. This investment is expected to facilitate meetings with participating agencies and others and to help make better use of travel time and limited travel funds.

43. In October 2005, the Board of Auditors audited the JIU secretariat, covering the biennium 2004-2005. The audit, which focused on financial management and controls, property and inventory management and human resources management, did not disclose any significant issues.

F. Other issues

Lifting of the immunity of an Inspector

44. Late in 2005, the Secretary-General, without informing or consulting the President of the General Assembly, waived the immunity of an Inspector so that the Swiss authorities could conduct an investigation. The Inspector concerned was cleared of any wrongdoing and the case was subsequently closed.

45. Pursuant to regulation 1 (e) of the Regulations Governing the Status, Basic Rights and Duties of Officials other than Secretariat Officials, and Experts on Mission,² in any case where an issue arises regarding the application of the privileges and immunities enjoyed by the United Nations by virtue of Article 105 of its Charter, the Secretary-General, prior to deciding whether the immunities of an official other than a Secretariat official shall be waived, should inform and may take into account the views of the legislative bodies that appointed the official. In the case in question, the Secretary-General should have informed the President of the General Assembly and sought his views, prior to taking his decision to lift the Inspector's immunity.

46. Such information and consultation did not take place. There has been no reply to requests made to the Secretary-General by the Inspector concerned and by the Chairperson of the Unit to indicate the arrangements made to implement the obligation to inform the General Assembly. Officials of the Office of Legal Affairs recognized in a meeting with the Chairperson that the procedures foreseen in the above-mentioned regulations had not been followed.

47. The Unit is concerned that the provisions of the regulations governing the status, basic rights and duties of elected officials, which were adopted by the General Assembly to guarantee the integrity of the process that protects all

² Adopted by the General Assembly in resolution 56/280 of 27 March 2002 and promulgated in Secretary-General's bulletin ST/SGB/2002/9.

appointed officials, were not respected in the case in question. The Unit has written a detailed letter to the President of the General Assembly on this matter, in the hope that appropriate action will be taken. The Unit feels bound to bring this matter to the attention of the General Assembly.

Chapter II

Work programme for 2006

48. At its session held in February 2006, the Joint Inspection Unit adopted its programme of work for 2006. In order to allow members of the Fifth Committee of the General Assembly to review the Unit's work programme in a more timely fashion, as requested by Committee members at the sixtieth session of the Assembly, the Unit submitted an advance version of the programme of work to the Fifth Committee, at the first part of the resumed sixtieth session, in the form of a conference room paper.³ The Unit is currently exploring options to modify its planning process with a view to adopting and submitting its programme of work at an earlier stage.

49. In adopting its programme of work for 2006, the Unit kept in mind the request of the General Assembly that it focus mainly on identifying means to improve management and ensure that optimum use is made of available resources. In accordance with the procedures described in its annual report for 2004,⁴ the Unit used the following sources to identify subjects for its 2006 programme of work: its management assessments; an analysis of common points in the agendas of legislative bodies of participating organizations; and proposals received from the secretariats of those organizations, or formulated by individual inspectors. The Unit also took into account reviews undertaken or planned by other oversight bodies.

Follow-up to the management review of the Office of the United Nations High Commissioner for Human Rights

50. In 2003, JIU submitted a report entitled "Management review of the Office of the United Nations High Commissioner for Human Rights" (JIU/REP/2003/6). The Commission on Human Rights, in its resolution 2004/73 of 21 April 2004, requested JIU to assist it in monitoring systematically the implementation of the resolution, and to submit a follow-up report containing a comprehensive review of the implementation of the decisions of the Commission and other United Nations intergovernmental bodies regarding the management, programmes and administration of the Office of the High Commissioner, in particular, with regard to their impact on the recruitment policies and the composition of the staff, to the Commission at its sixty-third session and to the General Assembly at its sixty-first session.

Ageing of human resources in organizations of the United Nations system

51. Management assessments and other studies of human resources management undertaken by JIU have shown that the ageing of human resources in the organizations of the United Nations system points to a high number of retirements in the years to come, and that increased attention should be paid to preserving the institutional memory, management knowledge, political and human experience attached to the present and departing human capital.

52. The Unit will assess the overall dimensions of this problem in the United Nations system and identify the possible implications for human resources

³ The programme of work has since been further refined, resulting in some modifications.

⁴ *Official Records of the General Assembly, Sixtieth Session, Supplement No. 34 (A/60/34).*

management, including succession and recruitment policy, and the financial impact on the United Nations Joint Staff Pension Fund and the organizations concerned, for example, in terms of after-service health insurance. It will attempt to review the policies currently in place in United Nations organizations to address these issues and look into the best practices that organizations are pursuing to tackle various aspects of the problem.

Staff mobility in the United Nations

53. Staff mobility is a matter of great concern to Member States, the United Nations Secretariat and the staff at large. While mobility is a crucial element for human resources management and staff administration, other considerations need to be carefully pondered, in particular the need for specialization and preservation of institutional memory, and the costs involved.

54. In its review of staff mobility, the Unit will focus on:

- (a) How best practices in and lessons learned by other organizations of the United Nations system have been incorporated into the current policy;
- (b) The implications of mobility policies in terms of staff performance, motivation and career development;
- (c) Any obstacles to mobility in human resources policies and practices;
- (d) The costs involved in mobility schemes;
- (e) The efficient and effective administration of mobility schemes.

55. The objective of the review is to provide the General Assembly with an independent, external assessment of the viability, usefulness, cost-effectiveness and impact of the current United Nations mobility policy.

Implementation of results-based management at the United Nations

56. The benchmarking framework for the implementation of results-based management (see JIU/REP/2004/5) has been applied by JIU in its reviews of the administration and management of several organizations, namely, PAHO, the United Nations Convention to Combat Desertification and ILO. The framework will now be used as a basis to review the implementation of results-based management at the United Nations Secretariat.

57. The rational and comprehensive implementation of results-based management in the United Nations should result in tangible improvements in the formulation and implementation of its programmes and activities, and related savings. An external review by JIU of this subject appears to be timely and crucial, taking into account the complex process of reform that the United Nations is currently undergoing.

58. The proposed review by JIU would bring to the United Nations a wealth of good practice and experience in the implementation of results-based management, both within and outside the United Nations, and would help to prevent the United Nations from working in isolation from other organizations of the United Nations system. As suggested by the United Nations Environment Programme (UNEP), the review will assess the suitability and effectiveness of the Integrated Monitoring and Documentation Information System, as one of the main tools for implementing results-based management in the United Nations.

Management review of environmental governance within the United Nations system

59. In paragraph 169 of the 2005 World Summit Outcome (General Assembly resolution 60/1), Heads of State and Government recognized the need for more efficient environmental activities in the United Nations system, with enhanced coordination, improved policy advice and guidance, strengthened scientific knowledge, assessment and cooperation, better treaty compliance and better integration of environmental activities in the broader sustainable development framework at the operational level, including through capacity-building. To this end, it was agreed to explore the possibility of a more coherent institutional framework to address that need, building on existing institutions and internationally agreed instruments, as well as the treaty bodies and the specialized agencies.

60. The proposed management review by JIU of environmental governance will be aimed at identifying administrative and budgetary constraints to the provision of support by United Nations entities for the integrated implementation of the multilateral environmental agreements. It will propose measures for enhancing coordination among the various entities that provide support. The review will focus on the potential for better coordination and coherence derived from the use of the common country assessment and United Nations Development Assistance Framework initiatives, as well as the work of the Environment Management Group chaired by UNEP and of the environment-related inter-agency mechanisms working within the framework of the United Nations System Chief Executives Board for Coordination. The review will take into account proposals made by UNEP, concerning an environmental assessment of procurement of the United Nations agencies, and by the United Nations Industrial Development Organization concerning an evaluation of common country assessment and United Nations Development Assistance Framework initiatives and of the interaction between the United Nations and the multilateral environment agreements.

Liaison offices at United Nations organizations

61. Liaison offices are the active links among organizations and among components of the same large organization located at various sites. There are currently more than 50 liaison offices. They are meant to play an important role in coordinating and harmonizing the work of the United Nations system, but their functions are often not well known by the governing bodies of organizations.

62. The Unit will, by way of inspection:

(a) Review the mandates of the liaison offices, the reasons that led to their creation and issues relating to the maintenance; staffing, extension or consolidation of such offices; and the present level of representation and contacts;

(b) Identify the various functions performed by the offices and determine their efficiency and effectiveness;

(c) Assess the continuing relevance of liaison offices and their comparative advantages in the context of new communication technologies.

63. In its report, the Unit will aim at identifying best existing practices, in particular those that take full advantage of existing and potential networks of human contact and of professional relationships.

Use of voice and videoconferencing technologies over the Internet at organizations of the United Nations system

64. The use of voice and videoconferencing facilities over the Internet was selected for review as a result of the management assessment exercise carried out by the Unit over the past two years. This assessment led to the conclusion that there might be potential for reducing telecommunication costs throughout the United Nations system through the appropriate use of new technologies.

65. The Unit will report on arrangements in place for the provision of selected telecommunication services in organizations of the United Nations system, as well as the opportunities for and feasibility of modifying current practices with a view to reducing costs and improving services, in particular through the use of voice and videoconferencing technologies over the Internet.

Goodwill ambassador programmes and their contribution to the goals of the United Nations system

66. Since 1954, when the first United Nations Goodwill Ambassador was appointed by the United Nations Children's Fund, goodwill ambassador programmes have been increasingly used and expanded within the United Nations system and beyond. The programmes are aimed at raising public awareness and mobilizing active support for the goals and objectives of the United Nations through the talent, fame and high visibility of celebrities of various origins and backgrounds. There are at present several hundred goodwill ambassadors working with various organizations of the United Nations system.

67. The planned review by the Unit, which is based on a proposal made by the Food and Agriculture Organization of the United Nations, will assess the costs and benefits, risks and opportunities in the use of, and the administrative tasks associated with using, renowned public figures as goodwill ambassadors. The review will be aimed at contributing to system-wide coordination and harmonization of current arrangements, by disseminating best practices and procedures for the selection, appointment and activities of goodwill ambassadors. By doing so, it will help to make goodwill ambassador programmes more effective in the promotion of global and regional priorities within the United Nations system.

Review of the progress made by United Nations organizations in achieving the Millennium Development Goal regarding HIV/AIDS

68. In 2001, world leaders adopted the Declaration of Commitment on HIV/AIDS⁵ in the effort to achieve Millennium Development Goal 6 (to have, by 2015, halted and begun to reverse the spread of HIV/AIDS). At the 2005 World Summit, world leaders committed themselves to fully implementing all commitments established by the Declaration by scaling up efforts in regard to prevention, care, treatment and support so that every person, without exception, has access to such life-saving programmes.

69. In the proposed review, the Unit will assess the progress made since the adoption of the United Nations Millennium Declaration in 2000. It will focus on the role and involvement of the organizations of the United Nations system in the

⁵ See General Assembly resolution S-26/2.

achievement of Goal 6 in order to provide Member States with an objective assessment of the efficiency and effectiveness of the policies and programmes implemented and to make concrete recommendations on the way forward. It will also assess the effectiveness of coordination and cooperation among the various United Nations entities involved in combating HIV/AIDS.

Review of administration and management at the World Meteorological Organization

70. In February 2004, the Secretary-General of the World Meteorological Organization (WMO) requested the Joint Inspection Unit to undertake a review of the financial control systems and procedures of the WMO secretariat. In response, a confidential management letter was addressed to the Secretary-General on the adequacy of internal controls at WMO, which included a set of recommendations that was to be regarded as a first step towards a more detailed review of its administration and management.

71. The comprehensive review of administration and management at WMO will be conducted in 2006, adding to the series of such reports that the Unit has undertaken in recent years. The review will focus on: governance; organizational structure and executive management; the implementation of results-based management; human resources management; information management; and oversight. In preparing the report, the implementation of the recommendations contained in the 2004 confidential management letter will also be reviewed.

Review of administration and management at the International Civil Aviation Organization

72. As part of the series of reviews of administration and management at participating organizations undertaken by the Unit, the review of the International Civil Aviation Organization will endeavour to identify areas for improvement in the main areas of administration and management at the organization, notably the implementation of results-based management in governance; planning, programming and budgeting; human resources management; information management; and oversight.

Annex I

Composition of the Joint Inspection Unit

1. The composition of the Unit for 2005 was as follows (each member's term of office expires (or expired) on 31 December of the year indicated in parentheses):

Ion **Gorita** (Romania), Chairman (2005)

M. Deborah **Wynes** (United States of America), Vice-Chairperson (2007)

Doris **Bertrand** (Austria) (2005)

Even **Fontaine Ortiz** (Cuba) (2007)

Tadanori **Inomata** (Japan) (2009)

Juan Luis **Larrabure** (Peru) (2008)^a

Wolfgang **Münch** (Germany) (2005)

Louis-Dominique **Ouedraogo** (Burkina Faso) (2005)

Tang Guangting (China) (2007)

Victor **Vislykh** (Russian Federation) (2007)

Muhammad **Yussuf** (United Republic of Tanzania) (2007)

2. At the 116th plenary meeting of its fifty-ninth session, on 24 August 2005, the General Assembly appointed Gérard Biraud (France), Papa Louis Fall (Senegal), Istvan Posta (Hungary) and Cihan Terzi (Turkey) for a term of office beginning on 1 January 2006 and expiring on 31 December 2010.

3. In accordance with article 18 of its statute, which provides that each year the Unit shall elect from among the inspectors a Chairperson and Vice-Chairperson, the Unit unanimously elected M. Deborah Wynes (United States of America) as Chairperson and Juan Luis Larrabure (Peru) as Vice-Chairperson for the calendar year 2006.

^a Juan Luis Larrabure was appointed with effect from 1 June 2005 in place of Christopher Thomas (Trinidad and Tobago) who had resigned his position effective 30 June 2004.

Annex II

List of participating organizations and their percentage share in the cost of the Joint Inspection Unit in 2005

United Nations ^a	31.7
World Food Programme	10.0
United Nations Development Programme	14.7
United Nations Population Fund	2.6
United Nations Office for Project Services	0.5
United Nations Children's Fund	9.6
International Labour Organization	3.4
Food and Agriculture Organization of the United Nations	5.8
United Nations Educational, Scientific and Cultural Organization	4.4
International Civil Aviation Organization	1.1
World Health Organization	7.8
Universal Postal Union	0.3
International Telecommunication Union	1.3
World Meteorological Organization	0.6
International Maritime Organization	0.4
World Intellectual Property Organization	1.2
United Nations Industrial Development Organization	1.5
World Tourism Organization	0.1
International Atomic Energy Agency	3.0

^a Includes the United Nations Secretariat, the United Nations Environment Programme, the United Nations Conference on Trade and Development, the United Nations Human Settlements Programme (UN-Habitat), the International Trade Centre, the United Nations Institute for Training and Research, the United Nations Relief and Works Agency for Palestine Refugees in the Near East, the United Nations Office on Drugs and Crime and the Office of the United Nations High Commissioner for Refugees.

Annex III

Status of implementation of General Assembly resolution 59/267

In paragraph 29 of resolution 59/267 of 23 December 2004, the General Assembly decided to consider the implementation of the provisions of the resolution, which were aimed at increasing the effectiveness of the Unit, at its sixty-first session. Updated information on the status of implementation of the relevant provisions of the resolution is provided below.

"10. Reaffirms article 11, paragraph 2, of the statute of the Unit, and requests that the Unit, as a whole, also take responsibility in the exercise of its collective wisdom with regard to all its reports, notes and recommendations, in order to improve the effectiveness of the Unit"

The Unit strictly enforces the collective wisdom principle. All reports and notes are subject to peer review and discussion by the Unit as a whole, at both the draft and final stage.

"13. Also decides that the programme of work of the Unit shall be collectively approved, providing the rationale for choice as well as the relevance of the envisaged outcome to improving management and methods and promoting greater coordination between organizations"

The programme of work is the result of a thorough screening process, determining the relevance of topics proposed, the feasibility of the Unit making a contribution on a particular topic, the relationship of the topic to the agendas of the various United Nations legislative organs, previous reports done by others on the topic and the relevance of the topic to the Unit's risk/opportunity analysis. The programme of work is collectively approved by the Unit after extensive discussion.

"14. Affirms that, in the implementation of article 18 of the statute of the Unit, the Chair shall be responsible for overseeing the Unit's programme of work, including, in the event of disagreement, the division of assignments, and for enforcing the internal working procedures of the Unit to ensure, through collective responsibility, the quality of its reports"

The Chairperson oversees the implementation of the programme of work and ensures quality control and compliance with the internal working procedures. The collective wisdom process is a key element in ensuring the quality of the Unit's reports.

"15. Welcomes the peer review system established by the Unit, and decides that if, in the opinion of the majority of the inspectors, the report in question does not meet the established quality standards, the Chair shall reflect such views and the reasons therefor in the introduction to the report"

If, exceptionally, a report is issued without having received the endorsement of the Unit during the collective wisdom process, this would be clearly reflected by a disclaimer placed in the report.

"16. Emphasizes the desirability of continuity in the term of office of the Chair and Vice-Chair, and calls upon the Unit to bear this in mind in implementing article 18 of the statute, so as to re-elect the Chairman and the Vice-Chairman for overlapping terms, thereby balancing the need for institutional memory and reasonable rotation"

The Vice-Chairperson of the Unit in 2005 was elected Chairperson for 2006, thus ensuring continuity.

"17. Also emphasizes the need to assess resource management from a system-wide perspective, including the contribution of, and coordination between, organizations"

Of the 11 new projects included in the programme of work for 2006, 6 are system-wide in nature, with a strong focus on issues of coordination and cooperation among United Nations organizations.

"18. Decides that the Unit shall mainly focus on identifying means to improve management and to ensure that optimum use is made of available resources, as stipulated in article 5, paragraphs 1 to 3, of the statute, and to this end the Unit will set out management criteria and methods for assessment of management performance and effectiveness relevant to participating organizations"

Almost all topics selected for the programme of work for 2006 focus on improving management.

The Unit, in its series of reports on results-based management in the United Nations system, has developed a benchmarking framework for measuring performance in that regard. The framework, which has been endorsed by the General Assembly, has been and continues to be used by the Unit to assess the implementation of results-based management in various organizations of the United Nations system.

"19. Also decides that the Unit shall include, in its annual reports, information on implementation and the results achieved by organizations in respect of their follow-up to the recommendations of the Unit, as endorsed by their legislative bodies, and the arrangements put in place by participating organizations for reporting thereon"

The Unit has moved from a system that monitors the action taken by legislative bodies, to one that monitors the state of implementation of recommendations, to a system that monitors the potential impact of recommendations. The Unit has defined various categories of impact, which are applied to all reports and notes issued since 2004. Once fully implemented, the system will enable the Unit to track the impact intended and achieved and to improve its reporting on the results achieved.

The Unit is further developing and fine-tuning follow-up arrangements with participating organizations with the aim of enhancing the quality and timeliness of information, while keeping the reporting burden for participating organizations at a reasonable level.

"20. Further decides that the Unit, as part of its focus on management issues, should assess the development and application in participating organizations of the principle of accountability in its relevant reports"

Issues of accountability are assessed in the context of the Unit's review of administration and management in various organizations, for example, in the upcoming reviews of administration and management at the International Civil Aviation Organization and the World Meteorological Organization.

"21. Decides that the Unit shall undertake inspections with a sharp focus on the areas stipulated in article 5, paragraphs 1 to 3, of the statute, bearing in mind paragraphs 18 and 20 [of the resolution]"

The topics included in the programme of work for 2006 focus on improving management, including through enhanced efficiency and optimum use of resources, and on achieving greater coordination and cooperation among organizations.

"23. Requests the Secretary-General to ensure that the staff recruited according to article 19 of the statute fully meet the qualifications and have proven experience in specific areas required to assist the Unit in the fulfilment of its functions, namely, inspection, investigation and evaluation"

Several professional staff recently recruited to the Unit's secretariat have a strong background in oversight functions.

"26. Reaffirms its request to the Secretariat and all participating organizations to facilitate the work of the Unit, including, in particular, through offering full access to all relevant information, as required by the Unit"

Most participating organizations have granted the Unit access to their Intranet facilities, thereby facilitating research in the preparation and conduct of reviews while reducing the burden of participating organizations in providing information. The Unit is pursuing discussions with those organizations that have not yet granted access in order to find a satisfactory solution.

"27. Also reaffirms its request to the executive heads of the participating organizations that have not yet done so to take the steps necessary to facilitate the consideration of and action on the system of follow-up to the reports of the Unit, and invites the legislative organs concerned to consider the system and take action in that regard"

The Unit is continuing discussions with those organizations that have not yet fully adopted the follow-up system.



